

## **Chapter VII**

### **IMPLEMENTATION ELEMENT**

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This Element is a supplement to the Implementation Element of the TRPA Goals and Policies Plan. This Element details the Capital Improvement Program, Mitigation Fee Programs, Incentive Programs and Monitoring Programs to implement the Community Plan and to achieve the environmental targets which may be used.

#### **A. IMPLEMENTATION OBJECTIVES AND POLICIES**

1. From CP adoption until December 31, 1996, an additional 2,000 square feet of commercial floor area may be allocated within the Carnelian Bay Community Plan area. Incentive programs should assign priority to commercial development projects which emphasize area improvements and rehabilitation of substandard development.
  - a. Policy: Within the 2,000 square foot limitation, allocations of commercial floor area shall be issued by TRPA upon project approval pursuant to Chapter 33 of the TRPA Code of Ordinances. However, TRPA shall only consider for approval, projects recommended by Placer County or its designee. On an annual basis, Placer County or its local designee shall review proposed projects based on the following criteria and make an appropriate recommendation. The recommendation shall expire one year after the action unless the action is renewed or the original expiration date was for a period in excess of one year. Eligibility and amount of allocation shall be established by criteria set forth in the Carnelian Bay Allocation Guidelines (Appendix C).
2. Provide other incentives to encourage the rehabilitation and/or remodeling of commercial, tourist, recreation, public service, residential properties in need of such attention. Incentive programs should assign priority to projects which emphasize rehabilitation by replacement or remodeling of substandard and inefficient development.
  - a. Policy: Allocation of the PAOTs assigned to this CP area shall be issued upon TRPA project approval pursuant to Chapter 33 of the TRPA Code of Ordinances. However, TRPA shall only consider for approval projects recommended by Placer County or its local designee. On an annual basis, Placer County or its local designee shall review proposed projects based on the following criteria and make an appropriate recommendation. The recommendation shall expire one year after the action unless the action is renewed or the original expiration date was for a period in excess of one year. Eligibility and amount of allocation shall be established by one or more of the following criteria:
    - (1) The recreation project includes major rehabilitation of existing structures within the project area. Major rehabilitation for purposes of this section are improvements whose cost total over 50 percent of the replacement cost of all structures in the project area.

- (2) The project makes substantial progress toward meeting the desired off-site capital improvements listed in Figure 14 for the special area in which the project is located. Substantial improvements for tourist accommodation bonus units and residential bonus units are addressed in Chapter 35 of the TRPA Code of Ordinances. Substantial progress for recreation projects shall be calculated based on one marina or overnight PAOT of allocation equals \$100 worth of improvements of membership in an improvement district implementing any of the listed improvements.
- (3) The project utilizes transferred development. Bonuses for transferred tourist accommodation or residential development is addressed in Chapter 35 of the TRPA Code of Ordinances. Recreation PAOTs transferred for marina or overnight use will be matched on a 1:1 basis.

## **B. IMPLEMENTATION IMPROVEMENT PROGRAM**

The following is a list of capital improvement projects that should be implemented to achieve the Goals and Objectives of this Plan. The matrix in Chapter IV presents the ranking of the relative importance of the CIP projects. Funding for these projects comes from Placer County funds, Tahoe Conservancy funds, Burton-Santini funds, Caltrans funds, TRPA mitigation funds, assessment district funds, private funding, and state and federal grants. For purposes of this program it is generally assumed Placer County will be the recipient of grants and mitigation fees.

Project descriptions, schedules, and cost are preliminary and are subject to change. Project costs are estimated mid-range costs. Question marks indicate that the source or amount is unresolved.

1. Traffic/Air Quality

a. Traffic Improvements

Purpose: In order to achieve the level of service targets and the VMT target, certain road improvements need to be implemented.

Program Description: The road system as described in the Transportation Element will be implemented through special assessment districts, through the State Transportation Improvement Plan (STIP), Placer County, or as project conditions of approval.

<u>Street</u>	<u>Improvement</u>
State Route 28	<p>This required improvement will widen the existing road section to include: three lanes (one each direction with a center turn lane), Class II bikeways on each side, parallel parking in appropriate locations, and curb and gutter. In addition, sidewalks shall be constructed as described under Pedestrian Facilities in this section. Access points should be combined or eliminated whenever possible. The width of access will be reduced in many cases.</p> <p>Estimated Cost: \$500,000? Funding: Conservancy, Caltrans, Placer County, Private</p>
<u>Intersections</u>	<u>Improvement</u>
State Route 28/ Carnelian Bay	<p>The preferred alternative for traffic control at this intersection is a Traffic Control Officer (TCO). The TCO can better accommodate bicycles and pedestrians while maintaining smoother traffic flows. A secondary alternative would be to install a traffic signal.</p>
Schedule:	<p>The following schedule is subject to change (based on changes in funding, project limitations, construction schedules, and redesign) and may be revised yearly by TRPA resolution.</p> <p>1998 - State Route 28 Improvements</p>
Responsible Jurisdiction:	Placer County, Caltrans

b. Parking System Program

Purpose: Within the Carnelian Bay area, maximize the use of existing, proposed, and approved parking areas by using shuttles, sidewalks, and multi-use parking facilities. The goal is to provide adequate parking and reduce vehicle trips.

Program Description: Using a coordinated planning process (e.g., TTD, parking district, TMA, etc.), implement a group of improvements and regulations that meet the goal. In the interim, the requirements of the parking ordinance shall govern parking requirements.

<u>Parking Facilities</u>	<u>Improvement</u>
Carnelian East Lot	Construct a parking lot east of the marina and near the beach. This lot should be 12 to 18 spaces and be useful for transit.
Carnelian West	Construct additional parking to the Garwood lot to serve the uses planned for Carnelian West parcel. This lot shall provide approximately 25 additional parking spaces. The construction of this lot should be done in conjunction with the State Route 28 improvement to offset the loss of parking due to reconfiguration of the existing diagonal and perpendicular parking to parallel parking.  Estimated Cost: \$400,000? Funding: Tahoe Conservancy, Assessment District
Schedule:	The following schedule is subject to change (based on changes in funding, project limitations, other project's construction schedule, and redesign) and may be revised as needed by TRPA resolution.  1997 - Carnelian East 1997 - Carnelian West
Responsible Jurisdiction:	Placer County, Special Assessment Districts, and Conservancy

c. Transit System Program

Purpose: To meet the target for reduction in vehicle trip ends and level of service targets, transit service shall be improved.

Program Description: The Transportation Element calls for an increase in TART services, implementation of a casino shuttle, and increased use of public/private transit.

<u>Improvement</u>	<u>Description</u>
<u>TART</u>	Provide TART service at 60 minute headways on State Route 89 and 28 and increase hours of operation to 6:30 a.m. to 11:30 p.m. Also includes is an extension of the TART service area. This is a Northshore program of which Carnelian Bay is a participant. See Placer County TSM Plan for details.  Estimated cost: \$3,300,000 (Northshore cost) Funding: Placer County General Fund, Mitigation Fees, Sales Tax, Transit Funds
Transit Facilities	Construct a transit stop with each of the two proposed parking lots.  Estimated cost: \$20,000 Funding: Placer County General Fund, Mitigation Fees, Transit Funds
Ski/Tour Shuttles	Northstar, Squaw Valley, Alpine, and other ski areas will continue to provide bus service between their facilities and the major hotels. The Northshore tour boats will provide bus service between their facilities and the major hotels.  Estimated cost: Private Funding: Private
TBT/TMA Program	The Truckee-North Tahoe/TSM Expenditure Plan 2/1/90 lists other TSM projects such as transit use incentives, road condition information system satellite parking with TART and shuttle interfaced mini-van demand/response fleet, multi-modal parking facility on the 64-Acre Tract, and studies for HOV lanes and waterborne transit.
Schedule:	The following schedule is subject to change (based on changes in funding, project limitations, construction schedules, and redesign) and may be revised yearly by TRPA resolution. For TSM improvements see Placer County Transportation Expenditure Plan.  1991-97 – Increased TART Service 1997 - Transit Facilities
Responsible Jurisdiction:	Placer County, parking assessment districts, ski areas, Conservancy

d. Sidewalk System Improvements

Purpose: A sidewalk system shall be implemented along State Route 28 and the side streets to promote pedestrian traffic, to increase open space, and to implement scenic and drainage improvements.

Program Description: The sidewalk system as described and required in the Transportation Element will be implemented through special assessment districts or project conditions of approval.

<u>Improvement</u>	<u>Description</u>
State Route 28 Trail	Construct winding sidewalks at the locations shown on Figure 1 and described in the Transportation Element. The proposed sidewalks shall be approximately 4 to 8 feet wide and shall incorporate landscaped areas, trash receptacles, and lighting.  Estimated cost: \$300,000 Funding: Assessment District, Private, Conservancy  Potential funding for this project exists under the Mitigation Demonstrating grant program.
Other Areas	Construct the recreation trails as noted in Figure 1 and described under Recreation Trail System, and the Carnelian Bay Community Plan chapter of the Placer County Design and Sign Standards and Guidelines.
Schedule:	The following schedule is subject to change (based on changes in funding, project limitations, construction schedules, and redesign) any may be revised yearly by TRPA resolution. Short sections of sidewalk may be installed in conjunction with projects or independently by individual property owners.  1998 - State Route 28 1996 - 2000 - Other Areas

e. Recreational Trail System

Purpose: To implement a bike and pedestrian trail system to promote access to the key recreation areas and to encourage non-auto trips.

Program Description: Construct a series of trails described in the Transportation Element. These trails are multi-use and connect the Lake, recreation facilities, and the other community plan areas.

<u>Improvement</u>	<u>Description</u>
NTPUD Connector	Construct a connector for the NTPUD bicycle trail and the trail system within the Plan area in accordance with Figure 1.  Estimated cost: \$300,000 Funding: North Tahoe PUD
State Route 28 Trail	Construct approximately a half mile of Class II trail on State Route 28 and multi-use sidewalks and trails (described above under Sidewalks). The trail will be constructed of durable material (e.g. asphalt, concrete, stone) and be of sufficient width to accommodate pedestrians and small vehicles.  Estimated cost: See State Route 28 Highway and Trail Funding: Conservancy, Private
Schedule:	The following schedule is subject to change (based on changes in funding, project limitations, construction schedules, and redesign) and may be revised as needed by TRPA resolution.  1988 - State Route 28 Trails 1990 - TPUD Connector
Responsible Jurisdiction:	Placer County, Caltrans, NTPUD, Conservancy, Private

## 2. SEZ Restoration Program

Purpose: To implement the TRPA SEZ Restoration Program for the Carnelian Bay area and to achieve the SEZ restoration target set forth in Chapter IV.

Description of Program: To achieve the Community Plan SEZ target of 11 acres of restoration. The following projects in and near the Carnelian Bay CP are to be implemented.

<u>Improvement</u>	<u>Description</u>
Carnelian Creek	The Conservancy proposes a 2.5 acre project to realign Carnelian Creek to a channel east of Onyx Street. Also included in this project is restoration along the shoreline, bridges, road realignments, parking, and trails.  Estimated cost: \$3,000,000 Funding: Conservancy
Miscellaneous Area	One acre restoration in the fill areas along Carnelian Bay Road. This will be done in conjunction with the construction of drainage facilities.  Estimated cost: \$10,000 Funding: Placer County, Private
Schedule:	The following schedule is subject to change (based on changes in funding, project limitations, construction schedules, and redesign) and may be revised as needed by TRPA resolution.  1997 - Carnelian Creek 1996 - 1999 Carnelian Bay Road Area
Responsible Jurisdiction:	Placer County, Caltrans, Private, Conservancy



3. Scenic Improvement Program

Purpose: To implement the improvements needed to attain the scenic thresholds.

Program Description: This program contains several programs, including:

<u>Improvements</u>	<u>Description</u>
Underground Utilities	Overhead utilities are to be undergrounded along State Route 28. This is part of the regular undergrounding for utilities required by state law.  Estimated cost: \$100,000 Funding source: Sierra Pacific Power/Pacific Bell \$325,000/year
Street Improvements	See sidewalk program
Sign Program	Nonconforming signs shall be removed pursuant to an amortization schedule or an individual schedule established with each of the businesses. The preferred method is to link the sign upgrading to the off-setting scenic improvements.
Schedule:	The following schedule is subject to change (based on changes in funding, project limitations, construction schedules, and redesign) and may be revised yearly to TRPA resolution.  1997 - Sign Program 1997+ - State Route 28 undergrounding
Responsible Jurisdiction:	Placer County, Sierra Pacific Power

4. Land Coverage Reduction Program

Purpose: The purpose of this program is to reduce existing land coverage by 0.2 acres in or near the Carnelian Bay Community Plan. This is the Community Plan target and is related to an estimate of how much hard land coverage will be needed for the substitute land coverage mitigation fee program.

Description of Program: To achieve the Carnelian Bay Community Plan coverage reduction target of 0.2 acres, the following projects in and near the Carnelian Bay Community Plan are to be implemented.

<u>Improvement</u>	<u>Description</u>
Carnelian Creek Improvements	In conjunction with the construction of the Tahoe State Park improvements reduce approximately one acre of coverage.  Estimated cost: See SEZ Restoration Funding: Conservancy
State Route 28 Improvements	The State Route 28 improvements are described in the State Route 28 Improvements. This should net about 0.5 acres.  Estimated cost: See State Route 28 Improvements Funding: Caltrans, Placer County
Schedule:	The following schedule is subject to change (based on changes in funding, project limitations, construction schedules, and redesign) and may be revised yearly by TRPA resolution.  1998 - State Route 28 Improvements 1997 - Carnelian Creek
Responsible Jurisdiction:	Placer County, assessment districts, Conservancy, and Caltrans

5. Water Quality Program

a. 80% Best Management Practices Target

Purpose: The purpose of this program is to restore disturbed lands to help TRPA meet its 80% restoration target. The Carnelian Bay Community Plan target is 2.1 acres.

Program Description: In conjunction with other projects, restore the disturbed areas listed below by application of BMPs.

<u>Improvement</u>	<u>Description</u>
Carnelian East	The Carnelian Creek restoration and beach improvement areas need BMPs. A combination of revegetation, drainage, pavement, and adequate vehicle barriers are needed to achieve an estimated two acres of restoration.
Marina	The entire storage area site needed BMPs. Recent project approval will require restoration of one acre and application of BMPs to the site.
Carnelian West	It is estimated up to three acres of disturbed covered land could be restored on Conservancy property to the west of the marina. Some of this property may be developed with BMPs.
State Route 28	The addition of improvements to the State Route right-of-way noted above should result in BMP application to the right-of-way.
Landscape Rule	Restoration of disturbed lands is with normal project review, TRPA BMP Program, and application of special CP standards. The target is 0.2 acre.
Schedule:	The following schedule is subject to change (based on changes in funding, project limitations, construction schedules, and redesign) any may be reviewed yearly by TRPA resolution.  1994 - Marina 1997 - Carnelian East 1997 - Carnelian West 1998 - State Route 28
Responsible Jurisdiction:	Placer County, Caltrans, private, Conservancy, TRPA

b. Area-Wide Drainage System

Purpose: To implement an area-wide drainage system by 1993 to help achieve the water quality targets. This system is required for those projects (because of high ground water, limited open space, or discharge permit requirements) in the service area requesting an exemption to the on-site BMP requirement for drainage treatment and retention.

Description of Program: In phases, implement the area-wide drainage plan described in the Conservation Element.

<u>Improvement</u>	<u>Description</u>
Area System	Because of the high ground water, excess land coverage, close proximity to the Lake, and marina requirements, it is thought this system will be needed for properties which cannot meet BMP requirements.
	Estimated cost: \$500,000 Funding: Conservancy, Private, Marina, Caltrans
Schedule:	The following schedule is subject to change (based on changes in funding, project limitations, construction schedules, and redesign) and may be revised yearly by TRPA resolution.
	1998-2000 - Area System
Responsible Jurisdiction:	Placer County, Conservancy, Caltrans, Private

6. Recreation

Purpose: The purpose of this program is to improve public access and opportunities for outdoor recreation.

Program Description: In order to meet the recreation targets of Chapter V, a series of improvements are required to be implemented.

<u>Improvement</u>	<u>Description</u>
Improve Lake Access	The improved lake access program increases capacity by 400 DCPs by:  a. Improved transit service - see Ski/Tour Shuttles, Casino Shuttles, TART, Recreation Trails.  b. Expanded Marina Services - Subject to a master plan expand the service provided by the marinas in the CP.  c. Additional beach - Pursuant to the Conservancy's plans, increase the amount of beach front areas open to the public for active use.
Recreation Trails	See Recreation Trails
Schedule	The following schedule is subject to change (based on changes in funding, project limitations, construction schedules, and redesign) and may be revised yearly by TRPA resolution.  1997 - Carnelian East 1997+ - Carnelian West
Responsible Jurisdiction:	TRPA, Placer County, TCPUD, USFS, Private

## **C. MITIGATION FEE PROGRAMS**

### **1. Excess Land Coverage Program**

Purpose: The purpose of this program is to reduce excess land coverage and achieve targets in the Community Plan area and the related hydrologic area. This is the Community Plan program that is described in subparagraph 20.5.A(2)(e) of the TRPA Code of Ordinances.

Description of Program: Pursuant to subparagraph 20.5.A(2)(e), a land bank accounting system will be established to bank land coverage reductions with an agency such as the California Tahoe Conservancy. TRPA will credit to the Community Plan land coverage removed and lands restored as noted below. Eligible projects may utilize this option fees when they demonstrate that they have contributed to coverage removal projects such as:

- a. Public works restoration projects listed in Chapter VII, Land Coverage (e.g. the area-wide drainage system restoration work) may be credited to the Carnelian Bay Community Plan account.
- b. Projects, both private and public, providing the 5% landscaping requirements of the Urban Design and Development Special Policy 6.A. may be credited to the Carnelian Bay Community Plan account.

Eligibility: Projects contributing to the implementation of the coverage reduction project credited to the Carnelian Bay account may use the contributions as credit based on the coverage reduction schedule set forth in Code Section 20.5.

### **2. Water Quality Fee Program**

Purpose: The purpose of this program is to provide an option to the TRPA Code of Ordinances Water Quality Mitigation Fund (subsection 82.2.B) for implementing water quality improvements in the Tahoe City Community Plan area. Participants in this program could credit contributions to the water quality CIP projects to the TRPA Water Quality Mitigation Fee requirement.

Description of Program: The Community Plan describes needed water quality improvement projects. Generally, these projects will be implemented through assessment districts and public works' projects. Property owners that contribute to such area-wide projects may credit such contributions to the water quality fee requirements on their future projects. TRPA and Placer County shall create a special Community Plan account under the requirements of Chapter 82 for the Carnelian Bay Community Plan to keep tract of such contributions. Credits shall be calculated at the mitigation fee rates established in Chapter 82,

Eligibility: Properties, both public and private, which contribute to water quality improvements listed for this Community Plan may credit such contributions to the Placer County-Carnelian Bay Community Plan Water Quality Mitigation fund.

### 3. Traffic and Air Quality Fee Program

Purpose: The purpose of this program is to implement the transportation improvements listed for the Carnelian Bay Community Plan and to provide a substitute to the TRPA Code program (Subsection 93.3.E) for collection of fees of off-site traffic and air quality mitigation.

Description of Program: Chapter VII lists the projects needed to meet the Community Plan's Transportation/Air Quality targets and mitigation requirements. These projects shall qualify as regional and cumulative mitigation measures under subsection 93.3.C(2). As an option, properties, both public and private, contributing to these projects may credit such contributions to the air quality mitigation requirements of Chapter 93.

## D. INCENTIVE PROGRAM

The incentive program is created to link required improvements with new development to ensure the Goals and Objectives of the Community Plan are achieved. The concept is to link future development to a list of mitigation measures listed in the Matrix of Chapter IV.

The allocation system in Appendix C links new floor area with the needed improvements. The system also rewards projects which contribute to desired improvements in the immediate area of the project (i.e., the incentive zone).

To encourage this concept, Placer County and TRPA may provide following incentives to projects in the Community Plan area:

1. Land Coverage - CP projects are eligible for the transfer coverage program pursuant to Section 20.3 of the TRPA Code of Ordinances.
2. Commercial floor area allocation - CP projects are eligible for commercial floor area allocations pursuant to Chapter 7, Commercial Development Policy 1.A., Placer County may make special provisions for reserving allocations for projects in assessment districts.
3. Tourist accommodation bonus units - Projects are eligible to receive bonus units based on the criteria in Chapter 35 of the TRPA Code of Ordinances and Chapter 7, Commercial Development Policy 2.A.
4. Residential bonus units - Projects are eligible to receive bonus units based on the criteria in Chapter 35 of the TRPA Code of Ordinances and Chapter 7, Commercial Development Policy 2.A.
5. PAOTs - Projects are eligible for the listed PAOT allocations based on the criteria in Chapter 7, Commercial Development Policy 2.A.
6. Program Substitutions/Mitigation Fee Waivers - Projects in the incentive areas shall be subject to the following special regulations:

Excess coverage fee - An additional option is provided for Community Plan projects which contribute to mitigation projects that reduce land coverage.

Water quality fee - An additional option is provided for Community Plan projects which contribute to water quality mitigation projects.

Air quality fee - An additional option is provided for Community Plan projects which contribute to transportation/air quality mitigation projects. A second option is a waiver of mitigation fee if all transportation/air quality mitigation projects listed for the projects incentive zone are constructed.

7. Change in use - Commercial changes in use are exempt from project review if the following criteria is met:
  - a. The change in use is within the commercial land use classification;
  - b. The change is to an allowed use;
  - c. The property is a member of an approved parking assessment district;
  - d. The change does increase the parking requirement to a greater requirement than one space for 200 sq. ft., or the number established upon creating the district; and
  - e. The proposed activity is consistent with the Plan, is not a project by other requirements of Chapter 4 of the Code.
8. Off-site parking - Use of off-site parking is permissible pursuant to the parking standards in Appendix B of this Plan.
9. TDR retirement 4-7 lands - Land capability 4-7 parcels from which development is transferred need not be permanently retired pursuant to Chapter 34.
10. Height bonus - Additional height pursuant to subsection 22.4.B for tourist accommodation buildings.
11. Environmental documentation - Projects consistent with the Plan description may tier off the Community Plan EIS.
12. Sign replacement - Arrangements shall be made through the County of assessment districts to give financial assistance for sign replacement for conformance.

Optional: TDR priority with CTC - Arrangements could be made with the TRPA land bank (California Tahoe Conservancy) to give priority to transfer of land coverage and existing development to this Community Plan.

Incentive Zones - To achieve CP targets, incentive zones may be formed that reasonably relate to a group of desired improvements that could be implemented by an assessment district or other similar entity. Projects which are participants in such assessment districts and irrevocably commit to the improvements would be eligible to request a reservation of an appropriate amount of allocations in lieu of using Appendix C. It would be a function of the assessment district to distribute the allocations. The boundaries may be adjusted or zoned combined to implement the improvements. The eligible improvements are listed in section 8 of



this chapter and further described in the related elements of this Plan, however, the exact requirements to which funding is irrevocably committed shall be determined on the formation of the incentive zone through appropriate mechanisms.

## **E. MONITORING PROGRAM**

The TRPA Code requires monitoring and periodic review of each community plan. Section 14.7 requires that community plans be reviewed on five year intervals to determine conformance with approved schedules, and to check the adequacy of programs, standards, mitigation, and monitoring.

The Community Plan Monitoring Program relies upon the existing TRPA Monitoring Program. The monitoring provisions of the Community Plan rely on certain key indicators listed in Chapter 32 Regional Plan and Threshold Review. The program is to measure progress in relationship to the targets established in the Conservation Element.

### **1. Target Monitoring**

Element Monitored	Location	Sample Period	Agency
Traffic counts, VTE, LOS	28/Carnelian	1 day/month	Caltrans
SEZ restoration	CP area	yearly	TRPA
Noise (CNEL)	Noise sites	5 year review	TRPA
Scenic rating	Roadway #18 Shoreline 19	5 year review	TRPA
Land Coverage	CP area	yearly	TRPA
Water quality	Creek discharge marina	per discharge requirements	Permittee

### **2. CIP Schedule Monitoring**

The projects listed in the CIP programs will be reviewed annually to see if they are being implemented on schedule.